

COMMONWEALTH OF VIRGINIA

Emergency Operations Plan



Mass Evacuation and Sheltering Plan

Volume II

Support Annex 6

Virginia Department of Emergency Management

September 2007

MASS EVACUATION AND SHELTERING PLAN

A. Purpose

1. The purpose of the Mass Evacuation and Sheltering Plan including all attached appendices and documents is to establish the legal and organizational basis for operations in the Commonwealth of Virginia to effectively respond to and recover from all-hazards disasters and/or emergency situations to include catastrophic emergencies which involve a component for mass evacuation and sheltering.
2. This plan acknowledges the local responsibility to carry forth Executive Orders from the Governor of the Commonwealth regarding evacuations (Section 44-146.17) for their own residents or residents of other localities, provided resources are in place to support those operations. Additionally, the plan acknowledges the responsibility and impacts of sheltering on the local level. It is imperative to have capabilities and responsibilities outlined to assist local governments in tasks required to preserve life and property as local resources are taxed or, in the event of a catastrophic incident, are unavailable. This plan does not replace nor supersede any local plans nor does it usurp the authority of local governments.
3. This plan assigns broad responsibilities to state government agencies and support organizations for mass evacuation and sheltering preparedness, operations, and response. In conjunction with specific Incident Annex Plans, it sets forth the concepts and procedures whereby the Commonwealth can effectively apply available resources to ensure that casualties and property damage will be minimized and that essential services will be restored as soon as possible following an emergency or disaster situation. The foundation for this coordinated response is established through the Commonwealth of Virginia's Basic Emergency Operations Plan.
4. This plan addresses, in three separate appendices, the state responsibility and procedures for mass evacuation, for state managed shelter operations, and for state managed pet shelter operations in support of an Executive Order that may be issued by the Governor,
5. The Mass Evacuation and Sheltering Plan is also supported by documents that address specificities germane to the process of evacuating and sheltering including:
 - Without Warning Evacuation Planning
 - Assembly Area Planning
 - Refuge of Last Resort Planning

B. Situation Overview

The Commonwealth of Virginia is vulnerable to a variety of hazards such as flash flooding, river flooding, hurricanes, winter storms, tornadoes, hazardous materials incidents, resource shortages, and terrorism. Many of these hazards could result in the need to evacuate and to shelter numerous residents and their household pets. To respond effectively to any emergency of a size or complexity beyond routine response systems, it is critical that all Commonwealth of Virginia public officials, departments and agencies, non-governmental emergency organizations and the public understand their roles and responsibilities. These non-routine responsibilities begin as the incident is recognized and response ensues, and become particularly important as command organizes beyond the initial reactive phase of first responders.

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

C. Planning Assumptions

1. Although evacuation and sheltering are inherently two separate and independent functions of any disaster response, they are closely intertwined in several key aspects.
2. The development and execution of effective evacuation and sheltering actions must take into consideration the character and associated needs of the impacted community by an evacuation and/or sheltering operation, and include an assessment of the resources and capabilities required to implement the various actions that may be employed in a timely manner.
3. There are special facilities, such as correctional facilities and mental health facilities that are the responsibility of a state or federal authority with which localities will also have to coordinate.
4. Special facilities, regardless of whether the special facility is the responsibility of a local, state, federal or private entity, should have an emergency plan in place for their respective populations that specifically addresses evacuation and sheltering.
5. The development of these facility evacuation and/or sheltering plans should be coordinated and shared with local emergency management officials. At the same time, localities need to reach out to these facilities and populations to ensure that they have a plan in place, that these plans are operational, and identify any additional support that might be required to execute the plan in an efficient and timely manner.
6. The Governor will exercise the authority to require an evacuation or delegate that authority to local officials.
7. All local emergency operations centers (EOC) in the Commonwealth will be in communication with the Virginia EOC (VEOC), coordinating actions with one another during the preparedness period and during the emergency.
8. Localities will initiate those functions necessary for alerting emergency services, informing the general public, communicating with other localities and the VEOC, and implementing those measures necessary to protect life and property in accordance with the local emergency operations plans (EOP).

D. Concept of Operations

1. The Commonwealth of Virginia Mass Evacuation and Sheltering Support Annex is the core plan for managing an all-hazards approach to mass evacuation and sheltering procedures. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific events (such as hazardous materials spills, wildland fires, hurricanes, etc.).
2. At the onset of any of these events, plans that are in place would be set into motion to assist with the evacuation of any given area that would be affected by these events.
3. In general the following events could require state assistance for evacuation from any given locality. Such events may include but are not limited to:
 - Radiological Event
 - Hazardous Materials Event
 - Hurricane Event
 - Snow/Ice Event

Commonwealth of Virginia Emergency Operations Plan Mass Evacuation and Sheltering Support Annex 6 Volume II

- Flooding Event
- Terrorism Event

E. Organization and Assignment of Responsibilities

This document will address general situations with no consideration given for special incident scenarios. For more information on specific incident scenarios, including timelines for various activities, consult the appropriate incident-specific annex for additional guidance.

1. Evacuation Agencies

Coordination of mass evacuation operations will be managed by ESF-1 located in the Infrastructure Support Branch of the VERT in the VEOC. Agencies with operational responsibilities are listed in Appendix 1 - Evacuation.

2. Sheltering Agencies

Coordination of state sheltering operations will be managed by ESF-6 located in the Human Services Branch of the VERT in the VEOC. Agencies with operational responsibilities are listed in Appendix 2 - Sheltering.

3. Pet Evacuation and Sheltering Agencies

Coordination of pet evacuation and sheltering operations will be managed by ESF-11 located in the Human Services Branch of the VERT in the VEOC. Agencies with operational responsibilities are listed in Appendix 3 – Pet Evacuation and Sheltering.

F. Direction, Control, and Coordination

1. This plan establishes the coordinating structures, processes, and protocols required to integrate the specific statutory and policy authorities of various departments and agencies of the Commonwealth of Virginia in a collective framework for action to include prevention, preparedness, response, and recovery activities.
2. Key statutes and Gubernatorial Executive orders that provide additional authority and policy direction relevant to evacuation and sheltering procedures are listed below.
3. The Mass Evacuation and Sheltering Support Annex may be used in conjunction with other Commonwealth of Virginia incident management and emergency operations plans developed under these and other authorities as well as memorandums of understanding (MOUs) among various local, State, and Federal agencies.

G. Disaster Intelligence (Information Collection)

Throughout an evacuation and/or sheltering event, there is critical and essential information that is common to all emergencies. This section will identify the type of information needed to ensure a successful operation, where it is expected to come from, who uses the information, the format for providing the information, and any specific times the information is needed. This information is found within the separate Evacuation, Sheltering and Pet Evacuation and Sheltering appendices.

Commonwealth of Virginia Emergency Operations Plan

Mass Evacuation and Sheltering Support Annex 6 Volume II

H. Communications

Communications during an event is paramount to ensure the successful completion of an evacuation and sheltering operation. This section describes the communications protocols and coordination procedures used during emergencies and disasters. This includes the framework for delivering communications support and how the locality's communications systems will be integrated into the Commonwealth's communications network.

I. Administration, Finance, and Logistics

There are numerous support requirements to ensure the successful completion of an evacuation and sheltering operation. This includes mutual aid agreements, authorities for and policy on augmenting staff by reassigning state employees with no VERT role and soliciting volunteers.

J. Plan Development and Maintenance

1. The State Coordinator of Emergency Management or a designee will maintain, review, update, and certify this Plan annually. Additionally, Letters of Agreement and Memoranda of Understanding will be reviewed periodically. Responsible officials of State agencies and local government should recommend to the State Coordinator of Emergency Management, at any time, improvements and changes thereto which are appropriate.
2. This plan shall be practiced whenever applicable in state-sponsored training exercises, tabletops, and drills. It should also be incorporated into any local and/or regional exercises as applicable.

K. Authorities and References

1. Commonwealth of Virginia Emergency Operations Plan Volumes I-II
2. Incident Annexes:
 - a. Radiological Emergency Response (Volume III)
 - b. Hazardous Materials Response and Terrorism Consequence Management (Volume IV)
 - c. Virginia Hurricane Emergency Response (Volume V)
 - d. Pandemic Flu Plan (Volume VI)
3. The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended.
4. Virginia Emergency Response Team (VERT) Human Services Branch Standard Operations Procedure (2007)
5. VERT ESF-6 Standard Operating Procedure (2007)
6. VERT ESF-11 Standard Operating Procedure (2007)
7. VERT Volunteers & Donations Management Standard Operating Procedure (2007)
8. Virginia Department of Social Services Shelter Management Standard Operating Procedure (2007)
9. Executive Order VI (14 January 2006), "Delegation of Governor's Authority to Declare a State of Emergency and to Call the Virginia National Guard to Active Service for Emergencies or Disasters When the Governor is Out of the Commonwealth of Virginia and Cannot Be Reached"
10. Executive Order II (14 January 2006), "Community Integration for Virginians with Disabilities"
11. Executive Order 44 (12 January 2007), "Establishing Preparedness Initiatives in State Government"

L. Glossary of Terms

Adequate care - The responsible practice of good animal husbandry, handling, production, management, confinement, feeding, watering, protection, shelter, transportation, treatment, and, when

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

necessary, euthanasia, appropriate for the age, species, condition, size and type of the animal and the provision of veterinary care when needed to prevent suffering or impairment of health.

Assembly Area – Site in a locality where mass transit resources report to as directed by the local evacuation plans in coordination with the VEOC to assist in the evacuation of populations out of a risk locality. The assembly area will be staffed by local resources and will be serviced by mass transit resources as coordinated by the locality and through assistance of the VEOC once all local resources are exhausted.

Evacuee – Populations moving out of the projected storm path. Evacuees are designated into those that are transit dependent and those that are not transit dependent. Transit dependent evacuees will require public transportation for immediate life safety, and it is assumed this group will require public sheltering. Non-transit dependent evacuees can be categorized into two groups, evacuees with end point destinations (i.e. hotel, motel, family, or friends) and evacuees without end point destinations (i.e. the population using public shelters). It is assumed that non-transit dependent evacuees without end point destinations will require public sheltering.

Facility - A building, other than a private residential dwelling and its surrounding grounds, that is used to contain a primary enclosure or enclosures in which animals are housed or kept.

Host Shelter – A public shelter provided by a county, city or town located along one or more designated evacuation routes for residents evacuating from a locality that is unable to provide its own local shelters due to the effects of the emergency event.

Household pets – For the 2007 hurricane season, a domesticated dog or cat. After the 2007 hurricane season, this definition may be expanded to include additional species.

Non-owned pets - A domesticated animal, such as a dog or cat, not in a home, with no identification (tags, tattoos, microchips, etc.) for example a stray, abandoned or lost animal.

P.E.T.S. Act - H.R. 3858, the "Pets Evacuation and Transportation Standards Act of 2006," which amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that State and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency.

Pick-Up Point – Site within a locality that is utilized to pick up transit dependent evacuees to move them to a centralized assembly area to evacuate a risk locality. Pick up points are traditionally staffed and supported by local resources.

Refuge of Last Resort – Also known as ROLR; facility that may be identified by the locality (at-risk or host) that can provide temporary relief from severe weather. A refuge of last resort is not intended to be designated as a “shelter” by the locality and may not be able to provide basic services such as food, accommodations for sleeping, first aid or security. It should be considered only as a probable safe haven for evacuees who are unable to clear the area until the storm passes. During a hurricane evacuation, these sites will be located close to established evacuation route, will be easily accessible from those routes, and will be established prior to the end of contra-flow (see attached timeline of events)

SART - State Animal Response Team. Interagency state organizations dedicated to preparing, planning, responding and recovering during animal emergencies in the United States. SART is a public private partnership, joining government agencies with the private concerns around the common goal of animal issues during disasters. SART programs train participants to facilitate a safe,

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

environmentally sound and efficient response to animal emergencies on the local, county, state and federal level. The teams are organized under the auspices of state and local emergency management utilizing the principles of the Incident Command System (ICS).

Service animal - Any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability (*per FEMA disaster assistance policy draft*).

Shelter – A facility where evacuees with no end destination point can be processed, evaluated and provided disaster services from government agencies and/or pre-established voluntary organizations. This facility is generally designed for stays up to 7 days. Supplies available are meals and water for 7 days, basic first aid, pet sheltering (if applicable,) sleeping quarters, hygienic support and basic disaster services (counseling, financial assistance and referral, etc.)

State-Managed Shelter (SMS) – Shelter located in a state-owned facility, staffed by state employees and resources, and logistically supported through the Virginia Emergency Response Team/Virginia Emergency Operations Center; oversight over SMS rests with the Virginia Department of Social Services with support from numerous state agencies (complete list can be found in the ESF-6 SOP). This facility is generally designed for stays up to 7 days. Supplies available are meals and water for 7 days, basic first aid, pet sheltering (if applicable,) sleeping quarters, hygienic support and basic disaster services (counseling, financial assistance and referral, etc.)

Veterinary treatment - Treatment by or on the order of a duly licensed veterinarian.

VFHS - Virginia Federation of Humane Societies non-profit organization. Dedicated to the humane treatment of animals and is made up of animal welfare organizations, animal control agencies, and individual supporters across Virginia.

Virginia Evacuation Coordination Team for Operational Response (VECTOR) – Coordination group within the Operations Section of the Virginia Emergency Response Team; coordinates evacuation and sheltering processes and represents several key agencies including Virginia Department of Social Services, Virginia Department of Transportation, Virginia State Police, Virginia National Guard, Virginia Tourism Corporation and Virginia Department of Emergency Management.

VMRCVM - Virginia Maryland Regional College of Veterinary Medicine at VA Tech University.

VVMA - Virginia Veterinary Medical Association non-profit organization. The VVMA and its members are a primary resource to the public, government and veterinary community on matters of animal health, animal well-being and the human/animal bond.

Appendices:

1. Evacuation
2. Sheltering
3. Pet Evacuation and Sheltering

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APPENDIX 1 - EVACUATION

A. Purpose

The Evacuation Appendix describes the coordinating processes used to ensure the smooth evacuation of any region in the Commonwealth due to any hazard including a catastrophic incident. Additionally, the plan outlines details of evacuation processes for events occurring without warning, and the transportation components necessary to address the operations of assembly areas that might be established during a declared state of emergency.

B. Situation Overview

There are four basic situations in which a planned mass evacuation or a mass evacuation without warning might be required:

1. Catastrophic Event with warning – An event where citizens may need to evacuate or shelter in place then seek evacuation; citizens will not be able to return to their home location in a reasonable period of time. The sequence of events can be placed on a timeline. Examples include major hurricanes, wildland fires.
2. Disruptive Event with warning - An event where citizens may need to evacuate; citizens will be able to return to their home location in a reasonable period of time. The sequence of events can be placed on a timeline. Examples include weather events (e.g. storms, hurricanes) or hazardous materials events.
3. Catastrophic Event without warning - An event where citizens need to take immediate action to protect themselves; may or may not involve evacuation after an event; citizens will not be able to return to their home location in a reasonable period of time. Examples include terrorism events, hazardous materials, or tornadoes.
4. Disruptive Event without warning – An event where citizens need to take immediate action to protect themselves; may or may not involve evacuation after an event; and/or citizens will be able to return to their home location in a reasonable period of time. Examples include weather events (i.e. tornado, other severe weather) or transportation accidents.

C. Planning Assumptions

1. Under the provisions of Section 44-146.17 of the Commonwealth of Virginia Emergency Services and Disaster Law, the Governor may direct and compel evacuation of all or part of the populace from any stricken or threatened area if this action is deemed necessary for the preservation of life or other emergency mitigation, response or recovery; prescribe routes, modes of transportation and destination in connection with evacuation; and control ingress and egress at an emergency area, the movement of persons within the area and the occupancy of premises therein provided resources are in place to support such an operation.
2. A decision to implement voluntary or mandatory evacuation may require interaction and coordination between local, state, federal and certain private sector entities.
3. Sufficient warning time, in the case of a hurricane or river flooding, will normally be available to evacuate the threatened population. Localized evacuations might be needed because of a hazardous materials incident, major fire, terrorist incident, or other incident. Regional and/or

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

mass evacuations might be needed in the event of a larger incident such as an impending hurricane.

4. Given warning of an event, a portion of the population will voluntarily evacuate before an evacuation has been recommended or directed. Most people who leave their homes will seek shelter with relatives, friends or in motels.
5. Evacuation of people at risk for emergency situations that occur with little or no warning will be implemented on an ad hoc basis. The individual responsible for implementing it should be the Incident commander at the scene of the emergency, with support arranged through the local EOC as necessary. Evacuation instructions should be based on known or assumed health risks associated with the hazard.
6. The timing of an evacuation directive will be determined by the circumstances of the event.
7. A hazard analysis and vulnerability assessment has been completed which identifies the types of threats, the areas, and population along the established evacuation routes most vulnerable to these threats.
8. Emergency evacuations might require evacuation of all or part of a locality or neighborhood. Evacuation from designated risk localities will affect adjacent and outlying localities. Traffic control resources must be in place prior to the public release of an evacuation order.
9. Evacuation will require a greater lead-time to implement than that of in-place sheltering. A delayed evacuation order could endanger lives and result in civil disorder.
10. There are on-going efforts between all local, state, and federal partners to proactively reach out and educate citizens of the Commonwealth on evacuation procedures to include where to go for information on evacuations and routing.
11. Evacuation procedures, to include notification and routing, will be made available to the public by all available means.
12. The primary means of evacuation from any event will be private vehicles. Localities may provide public transportation based upon community demographics and in accordance with local plans.
13. Residents who are ill or disabled may require vehicles with special transportation capabilities. Stranded motorists could present significant problems during an evacuation situation.
14. Evacuation or protective action guidance must be communicated in a clear, concise, and timely manner in order to ensure the effective implementation of the strategy recommended. A variety of communication pathways may have to be utilized in order to effectively communicate the hazard, level of risk, and the recommended evacuation or protective action to the public.
15. Some owners of companion animals might refuse to evacuate unless arrangements have been made to care for their animals.
16. Despite the comprehensive effort implemented to communicate evacuation or protective action guidance, some segments of the population might not receive or follow the instructions given.

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

17. Every hospital, long-term care facility and home health agency is to have plans in place to shelter in place, evacuate patients in their care, transport them to safe and secure alternate facilities and support their medical needs.
18. Local jurisdictions will collaborate with managers of hospitals, long-term care facilities and home health agencies in developing evacuation and relocation plans.

D. Concept of Operations

1. The Commonwealth of Virginia Evacuation Appendix is the core plan for managing mass evacuation procedures with an all-hazards approach. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific incidents (such as hazardous materials spills, wildland fires, hurricanes, etc.).
2. At the onset of any of these events, plans that are in place would be set into motion to assist with the evacuation of any given area that would be affected by these events.
3. In general the following events could require state assistance for evacuation from or within any given locality:
 - Radiological Event
 - Hazardous Materials Event
 - Hurricane Event
 - Snow/Ice Event
 - Flooding Event
 - Terrorism Event
4. This document will address general situations with no consideration given for special incident scenarios. For more information on special incident scenarios, consult the appropriate COVEOP volume for additional guidance.

E. Organization and Assignment of Responsibilities

1. Coordination of evacuation operations will be accomplished by the Virginia Evacuation Coordination Team for Operational Response (VECTOR) within the Operations Section of the VERT. VECTOR represents several key agencies including VDOT, VSP, Virginia National Guard, DSS, VDEM and VA Department of Tourism. Overall agencies with operational responsibilities include, but are not limited to:
 - a. Virginia Department of Transportation – To assist with traffic control in the event of a an emergency requiring evacuation, in accordance with the Highway Laws of Virginia and the policies of the State Highway Commission; to assist with the media outreach efforts of evacuation education pre-event and notification during an event regarding routing to be used; to assist in moving motorists to refuges of last resort as an event with warning approaches; to provide subject matter expertise to state agencies, as needed.
 - b. Virginia State Police – To coordinate traffic control in the event of an emergency requiring evacuation in accordance with the Highway Laws of Virginia and the policies of the State Highway Commission, including the coordination of resources and information with local law enforcement officials; to assist in directing motorists to refuges of last resort as an event with warning approaches; to provide subject matter expertise to state agencies, as needed.

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

- c. Virginia National Guard – To assist with traffic control in the event of an emergency requiring evacuation, in accordance with the Highway Laws of Virginia and the policies of the State Highway Commission; to assist in directing motorists to refuges of last resort as an event with warning approaches; to provide subject matter expertise to state agencies, as needed.
- d. Virginia Department of Motor Vehicles –To assist with the movement of stranded motorists along established evacuation routes to approved refuges; to provide subject matter expertise to state agencies, as needed.
- e. Virginia Port Authority - To recommend policies, procedures and projects necessary for the implementation of evacuation plans for the Commonwealth via Commonwealth waterways; to provide evacuation subject matter expertise to state agencies, as needed
- f. Virginia Department of Aviation - To recommend policies, procedures and projects necessary for the implementation of evacuation plans for the Commonwealth via air; to provide subject matter expertise to state agencies, as needed.
- g. Virginia Department of Rail and Public Transportation - To recommend policies, procedures and projects necessary for the implementation of evacuation plans for the Commonwealth via mass transit and/or rail; to provide subject matter expertise to state agencies, as needed.
- h. Chesapeake Bay Bridge-Tunnel Authority - To recommend policies, procedures and projects necessary for the implementation of evacuation plans for the Commonwealth using the Chesapeake Bay Bridge Tunnel facilities; to provide subject matter expertise to state agencies, as needed.
- i. Virginia Department of Mines, Mineral, and Energy – To assist in provisions of fuel sources, including alternative fueling sources, which could be used by evacuees and listed support agencies during an evacuation event; to provide subject matter expertise to state agencies, as needed.
- j. Virginia Department of Health – To provide guidance and technical assistance to local jurisdictions, and others, medical facilities and home health care agencies, such as long term care facilities and home health care agencies for planning and carrying out emergency evacuation and relocation of medically-dependent persons.
- k. Virginia Department of Social Services – To assist in selection of and initiation of sites to serve as refuges of last resort to augment the evacuation process; to provide subject matter expertise to state agencies, as needed; to provide shelter occupancy data to facilitate the movement of traffic along the evacuation routes; to use 2-1-1 and/or Virginia Public Information Center (VPIC) to assist with outreach efforts to citizens on evacuation education pre-event and notification during an event regarding routing to be used; to monitor, coordinate and manage shelter activation and sequencing.
- l. Virginia Department of Emergency Management – To recommend policies, procedures and projects necessary for the implementation of evacuation plans for the Commonwealth; to facilitate training across state agencies and local government agencies regarding evacuation plans; to provide subject matter expertise to agencies and localities, as needed; to publish approved policy guidance including performance measures; to coordinate evacuation efforts with external agencies to include federal, local and other states; to use 2-1-1 and/or Virginia

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

Public Information Center (VPIC) to assist with outreach efforts to citizens on evacuation education pre-event and notification during an event regarding routing to be used.

2. Specific emergency support functions (ESF) to assist in a successful evacuation scenario include:

- ESF-1 (Transportation)
- ESF-2 (Communications)
- ESF-6 (Mass Care, Housing, & Human Services)
- ESF-7 (Resource Support)
- ESF-8 (Public Health & Medical Services)
- ESF-12 (Energy)
- ESF-13 (Public Safety & Security)
- ESF-15 (External Affairs)

3. Additional support branches include:

- Logistics Section
- Human Services Branch
- Emergency Services Branch
- Infrastructure Support Branch

F. Direction, Control, and Coordination

1. This plan and supporting documents establish the coordinating structures, processes, and protocols required to integrate the specific statutory and policy authorities of various departments and agencies of the Commonwealth of Virginia in a collective framework for action to include prevention, preparedness, response, and recovery activities.
2. Key statutes and Gubernatorial Executive orders that provide additional authority and policy direction relevant to evacuation procedures are listed below.
3. The Evacuation Appendix may be used in conjunction with other Commonwealth of Virginia incident management and emergency operations plans developed under these and other authorities as well as memoranda of understanding (MOUs) among various local, State, and Federal agencies.

G. Disaster Intelligence (Information Collection)

Throughout an evacuation event, there is critical and essential information that is common to all emergencies. This section will identify the type of information needed to ensure a successful operation, where it is expected to come from, who uses the information, the format for providing the information, and any specific times the information is needed.

Type of Information	Information Source	Information Recipient	Format for providing information	Time Information Needed
Traffic Flow	VDOT	VERT, VECTOR	TEOC, sit reps	At least every 30 minutes
Traffic Counts	VDOT, VSP, VaNG	VERT, VECTOR	TEOC, radio relays of information	At least every 30 minutes

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

H. Communications

Communications during an event is paramount to ensure the successful completion of an evacuation operation. To support communication efforts during an evacuation event, all available methods of communication will be utilized to include, but is not limited to, the following:

- Verbal messages via radio systems (800 MHz, STARS, etc...)
- Use of telephone systems (i.e. landline telephones, cellular telephones, satellite telephones)
- Use of VDOT variable message boards
- Use of the Virginia Criminal Information Network (VCIN)

I. Administration, Finance, and Logistics

1. There are numerous support requirements to ensure the successful completion of an evacuation operation. This includes mutual aid agreements, authorities for and policy on augmenting staff by reassigning state employees with no VERT role and soliciting volunteers.
2. One of the methods to ensure a smooth evacuation process is through the use of Memoranda of Understanding (MOUs) and Memoranda of Agreement (MOAs). This includes, but is not limited to MOUs and MOAs between:
 - Virginia Department of Transportation (VDOT) and Virginia State Police (VSP)
 - VDOT and Virginia National Guard (VaNG)
 - VDOT and towing agencies
 - VDEM and Virginia Motorcoach Association
3. There are numerous state agencies that can assist in the various tasks such as traffic control, assisting in transportation of stranded motorists, and movement of mass transit providers to and from a departure point to assist evacuees to state shelter sites. These agencies are not assigned VERT roles and would provide assistance in many aspects of the evacuation process.
4. The COVEOP provides a basis for the management and provision of critical resources and supplies in support of disaster response and recovery operations. Energy-related resource shortages, such as electric power and gasoline, are addressed in ESF-12. Transportation-related resources to augment an evacuation are addressed in ESF-1 and Support Annex 5.
5. Tracking finances and resources used during an event is addressed in Support Annex 4 of the COVEOP. That annex provides financial management guidance for the Department of Emergency Management and other state agencies which respond to a disaster to ensure that funds are provided expeditiously and that financial operations are conducted in accordance with established state and federal policies, regulations and standards.

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**Tab A
WITHOUT WARNING EVACUATION**

A. Purpose

The purpose of the Without Warning Evacuation Support Document is to describe the coordinating processes used to ensure the smooth evacuation of any region in the Commonwealth due to an event occurring without warning.

B. Situation Overview

The Commonwealth of Virginia is vulnerable to incidents that occur without warning such as flash flooding, tornadoes, hazardous materials incidents, and acts of terrorism. Many of these incidents could result in the need to evacuate numerous residents quickly and without an evacuation order.

C. Planning Assumptions

1. There might be limited to no time prior to an event to implement more formalized evacuation processes.
2. A hazard analysis and vulnerability assessment has been completed for routes that will be used primarily for pedestrian traffic.
3. Without Warning evacuation plans will terminate at pre-selected assembly area locations.
4. All hospitals, nursing homes, and group residential facilities operated by private or public agencies based upon licensing requirements will have predetermined evacuation and/or refuge plans.
5. Despite the comprehensive efforts to communicate local pick up point locations, some segments of the population might not receive or follow the instructions given.

D. Concept of Operations

1. Without Warning evacuations involve a local response initially. However, for large scale events, these can quickly escalate to a state or even federal response, depending on the location of the event, the type of event, and the time of day of the event. Coordination with numerous state agencies will help ease the impact of an event on a locality and will help save lives and protect property. The Commonwealth of Virginia Without Warning Evacuation Plan is the core plan for managing an evacuation caused by an event occurring without warning to include catastrophic events. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific incidents.

E. Organization and Assignment of Responsibilities

1. Coordination of without warning evacuation operations will be accomplished by the Virginia Evacuation Coordination Team for Operational Response (VECTOR) within the Operations Section of the VERT. VECTOR represents several key agencies noted in the body of this appendix.
2. Specific emergency support functions (ESF) to assist in a successful without warning evacuation scenario are noted in the body of this appendix.

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

3. Additional support branches are noted in the body of this appendix.

F. Disaster Intelligence (Information Collection)

Throughout an evacuation due to an event without warning, there is critical and essential information that is common to all emergencies. This section will identify the type of information needed to ensure a successful operation, where it is expected to come from, who uses the information, the format for providing the information, and any specific times the information is needed.

Type of Information	Information Source	Information Recipient	Format for providing information	Time Information Needed
Location of incident	Locality, news reports	VERT, VECTOR	Various	Immediately
Impacted area	Locality	VERT, VECTOR	Various	Immediately
Number of pedestrians	Locality, VDOT STC	VERT, VECTOR	STC cameras, reporting procedures	Immediately, then at least every 30 minutes
Locations of local pick-up points	Locality, VDOT	VERT, VECTOR, Human Services Branch	Direct reporting, on file information	Immediately, then as alternate pick up points are established
Locations of shelter sites and/or assembly areas	Human Services Branch, VERT	VERT, VECTOR, localities	Direct reporting, on file information	Immediately, then as more sites are added
Capacity of shelter sites and/or destination points	Human Services. VERT, localities	VERT, VECTOR, localities	Direct reporting	Immediately, then as needed

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**Tab B
ASSEMBLY AREAS**

A. Purpose

The purpose of the Assembly Area Support Document is to describe the coordinating processes used to ensure the smooth evacuation of any region in the Commonwealth through the use of pre-determined assembly areas.

B. Situation Overview

The Commonwealth of Virginia is vulnerable to a variety of hazards such as flash flooding, river flooding, hurricanes, winter storms, tornadoes, hazardous materials incidents, resource shortages, and acts of terrorism. Many of these hazards could result in the need to evacuate numerous citizens first to local pick-up points and then to larger assembly areas for evacuation out of the affected area.

C. Planning Assumptions

1. Localities have conducted analyses of their population and are aware of the potential number of citizens that will need assistance.
2. Segments of the population of any given locality will not have access to transportation.
3. Affected segments of the population will be mobile enough to get to established local pick up points.
4. Localities will be able to assist in moving populations in need of evacuation via mass transit to the established local pick-up points and subsequently to larger assembly areas however possible including use of their own mass transit system(s), and dissemination of location information through available media resources.
5. Localities have completed a hazard analysis and vulnerability assessment for sites that have been selected by the locality to serve as assembly areas.
6. All hospitals, nursing homes, and group residential facilities operated by private or public agencies based upon licensing requirements will have pre-determined evacuation and/or refuge plans.
7. Despite the comprehensive effort implements to communicate pick up and assembly area locations, some segments of the population might not receive or follow the instructions given.

D. Concept of Operations

Evacuations making use of assembly areas involve a local response initially. However, for large scale events, these can quickly escalate to a state response, depending on the location of the event, the type of event, and the time of day of the event. Coordination with numerous state agencies will help ease the impact of an event on a locality and will help save lives and protect property. The Commonwealth of Virginia Assembly Area Support Document is the core plan for managing an evacuation which includes the use of assembly areas. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific contingency situations.

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

E. Organization and Assignment of Responsibilities

1. Coordination of assembly area evacuation operations utilizing state resources will be accomplished by the Virginia Evacuation Coordination Team for Operational Response (VECTOR) within the Operations Section of the VERT. VECTOR represents several key agencies noted in the body of this appendix.
2. Specific emergency support functions (ESF) to assist in a successful assembly area scenario are noted in the body of this appendix.
3. Additional support branches are noted in the body of this appendix.

F. Disaster Intelligence (Information Collection)

Throughout an evacuation event requiring the use of assembly areas, there is critical and essential information that is common to all emergencies. This section will identify the type of information needed to ensure a successful operation, where it is expected to come from, who uses the information, the format for providing the information, and any specific times the information is needed.

Type of Information	Information Source	Information Recipient	Format for providing information	Time Information Needed
Location of incident	Locality, news reports	VERT, VECTOR	Various	Immediately
Impacted area	Locality	VERT, VECTOR	Various	Immediately
Number of evacuees in need of mass transit assistance	Locality	VERT, VECTOR	Various	Immediately, At least every 30 minutes
Locations of pick-up points	Locality	VERT, VECTOR, Human Services Branch	Direct reporting, on file information	Immediately, As alternate pick-up points are established
Available transportation routes from pick-up points to destination	Mass transit provider (if local), VDOT, VSP	VERT, VECTOR, receiving locality, Human Services Branch	Direct reporting, on file information	Immediately, no more than 10 minutes prior to scheduled departure from pick-up point
Locations of shelter sites and/or destination points	Human Services Branch, VERT	VERT, VECTOR, localities	Direct reporting, on file information	Immediately, As needed, At least every 30 minutes
Capacity of shelter sites and/or destination points	Human Services, VERT, localities	VERT, VECTOR, localities	Direct reporting	Immediately, As needed, At least every 60 minutes

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APPENDIX 2 – SHELTERING

A. Purpose

The Sheltering Appendix describes the coordinating processes used to direct State Managed Shelter (SMS) operations in any region in the Commonwealth. Additionally, the plan refers to the transportation components necessary to address the operations of Refuges Of Last Resort (ROLR) during a declared state of emergency. The appendix is also supported by documents that address specificities germane to the process of sheltering including Refuges of Last Resort Planning.

B. Situation Overview

1. There are four basic situations in which State Managed Shelters might be required:
 - a. Catastrophic Event with warning – An event where citizens may need to evacuate or shelter in place then seek evacuation; citizens will not be able to return to their home location in a reasonable period of time. The sequence of events can be placed on a timeline. Examples include major hurricanes, wildland fires.
 - b. Disruptive Event with warning - An event where citizens may need to evacuate; citizens will be able to return to their home location in a reasonable period of time. The sequence of events can be placed on a timeline. Examples include weather events (e.g. storms, hurricanes) or hazardous materials events.
 - c. Catastrophic Event without warning - An event where citizens need to take immediate action to protect themselves; may or may not involve evacuation after an event; citizens will not be able to return to their home location in a reasonable period of time. Examples include terrorism events, hazardous materials, or tornadoes.
 - d. Disruptive Event without warning – An event where citizens need to take immediate action to protect themselves; may or may not involve evacuation after an event; and/or citizens will be able to return to their home location in a reasonable period of time. Examples include weather events (i.e. tornado, other severe weather) or transportation accidents.
2. The American Red Cross is a primary provider in shelter management. The Red Cross guidance can serve as a tool to local emergency management.

C. Planning Assumptions

1. Shelter operations will be initiated at the local level and begin as a local responsibility. All localities should have a clear, comprehensive shelter plan as part of their EOP.
2. In major disaster events or emergencies, regional, state, federal and private resources might be necessary to augment local sheltering resources to ensure an effective and timely execution of the protective action(s).
3. Pre-identified local and/or SMS sites will be announced at marked points on the timeline as determined by the specific incident. Timelines are located within specific Incident Annexes of the COVEOP. Not all shelter sites will be opened at once during an event, and sites will be event-dependent.

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

4. Sufficient warning time will be available, pre or post event, to ensure that SMS are opened in time to provide shelter and other services for the people that have been evacuated from an area.
5. There are ongoing efforts between local, state, and federal partners to proactively reach out and educate citizens of the Commonwealth on all sheltering procedures to include when to shelter-in-place, where to go for information on sheltering options, and what to bring to a public shelter to assist in self-sustainment.
6. Localities have identified populations with special sheltering needs. Local and state emergency managers must have a good understanding of the special needs population and the facilities that support and serve them as protective action plans are developed. This information must be readily available and communicated to the state to allow for provisions for these needs if SMS sites are to be utilized.
7. All hospitals, nursing homes, and group residential facilities operated by private or public agencies based upon licensing requirements will have pre-determined evacuation and/or refuge plans. Facility management should consult with local government in developing plans.
8. State agencies should work together to allow for adequate shelter management staff at the designated shelter sites.
9. A variety of communication pathways will be utilized in order to effectively communicate not only the location of SMS, but also what materials evacuees will need to have in hand to increase comfort at available shelter sites. Additionally, these pathways will need to disseminate information on what not to bring to shelters or how to assist with certain special consideration populations (i.e., pets, medically fragile, etc.).
10. Despite the comprehensive effort implements to communicate shelter locations, some segments of the population might not receive or follow the instructions given.
11. Shelter supplies and resources will be requested and/or pre-staged as defined in the evacuation timeline.
12. State agency's employees will staff SMS and may be augmented by shelter teams from evacuating localities and/or by voluntary organizations.
13. A pre-screening of transportation deficient persons boarding buses or trains for evacuation will occur at the local departure points or while in transit to the shelter. This data will be transmitted to the SMS site manager prior to the arrival of the evacuees.
14. A method for registering and tracking evacuees will be established and maintained.

D. Concept of Operations

1. The Commonwealth of Virginia Sheltering Appendix is the core plan for managing state level sheltering procedures with an all-hazards approach. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific incidents (such as hazardous materials spills, wildland fires, hurricanes, etc.).
2. At the onset of any of these events, plans that are in place would be set into motion to assist with the sheltering needs of any given area that would be affected by these events.

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

3. In general the following events could require state assistance for evacuation from or within any given locality:
 - Radiological Event
 - Hazardous Materials Event
 - Hurricane Event
 - Snow/Ice Event
 - Flooding Event
 - Terrorism Event
4. Sheltering operations will vary from situation to situation, especially when consideration is given to incidents involving the need for decontamination of evacuees prior to entry into a shelter environment. This document will address general situations with no consideration given for special incident scenarios. For more information on special incident scenarios, consult the appropriate COVEOP volume for additional guidance.

E. Organization and Assignment of Responsibilities

1. Coordination of SMS operations will be accomplished by the Virginia Evacuation Coordination Team for Operational Response (VECTOR) within the Operations Section of the VERT. VECTOR represents several key agencies including VDSS, VDOT, VSP, Virginia National Guard, and VDEM. These efforts will be done in conjunction with efforts by ESF-6 located in the Human Services Branch of the VERT in the VEOC. Agencies with operational responsibilities include, but are not limited to:
 - a. Virginia Department of Social Services – To oversee the operation of state-managed shelters in caring for people evacuated from their homes; to request and coordinate the assistance provided by quasi-government and volunteer relief organizations; to facilitate the transition of evacuees through the human service system from response to recovery; to assist in selection of and initiation of sites to serve as refuges of last resort to augment the evacuation process; to provide shelter occupancy data to facilitate the movement of traffic along the evacuation routes; to use 2-1-1 and/or Virginia Public Information Center (VPIC) to assist with outreach efforts to citizens on evacuation education pre-event and notification during an event regarding routing to be used; to monitor, coordinate and manage shelter activation and sequencing; and to provide subject matter expertise to state agencies, as needed.
 - b. Virginia Department of Emergency Management – To recommend policies, procedures and projects necessary for the implementation of sheltering and/or refuge of last resort plans for the Commonwealth; to facilitate training across agencies and local government agencies regarding sheltering and/or refuge of last resort plans; to provide sheltering and/or refuge of last resort subject matter expertise to agencies and localities, as needed; to publish approved policy guidance including performance measures; to coordinate sheltering and/or refuge of last resort efforts with external agencies to include federal, local and other states; to coordinate efforts for reimbursement to localities, agencies, and partners participating in refuge of last resort and sheltering efforts.
 - c. Virginia National Guard – To provide feeding capabilities at state shelters; to provide subject matter expertise to state agencies, as needed.
 - d. Virginia Department of Transportation – To assist in identification of proper egress and ingress routes to state managed shelter locations; to ensure public safety and security of the

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

transportation infrastructure on major/primary roadways used to access state managed shelter sites; to provide subject matter expertise to state agencies, as needed.

- e. Virginia Department of Corrections – To provide feeding assistance at state shelters; to comfort supplies to state shelters; to provide housekeeping assistance at state shelters; to provide assistance with security at state shelters; to provide subject matter expertise to state agencies, as needed.
- f. Office of the Secretary of Education – To facilitate ongoing conversations with public institutions of higher learning to provide access to these facilities for state-managed shelters and/or refuges of last resort; to provide subject matter expertise to state agencies, as needed.
- g. Virginia Department of Economic Development – To provide quick access to information on desirable locations that could serve as refuges of last resort; to serve as a contact point and to facilitate contact efforts with land and property holders; to provide subject matter expertise to state agencies, as needed.
- h. Virginia State Police – To assist with coordination of provisions of law enforcement officer staffing at state shelters and at established refuges of last resort; to assist with missing person reporting at shelter and/or refuge of last resort locations in accordance with standard VSP Missing Persons protocols; to provide subject matter expertise to state agencies, as needed.
- i. Virginia Department of Mental Health, Mental Retardation, and Substance Abuse Services – To provide subject matter expertise in matters relating to the needs of citizens with mental health, mental retardation, and/or substance abuse issues; to provide guidance in developing assistance for citizens with mental health, mental retardation, and/or substance abuse issues that may come to a shelter or refuge of last resort; to provide direction to the State facilities, in the event of a major disaster, to implement their emergency preparedness plans, including cooperative efforts with local MHMRSAS resources and evaluation and relocation of clients, as required; to provide assurance that the State facilities and community services boards are aware of their responsibilities in the event of a major disaster involving sheltering operations and have in place necessary procedures and plans for responding to major disasters; to provide direction to the State facilities, in the event of a major disaster, to establish liaison with State and local emergency services offices and to make their facilities available for relief assistance; to provide crisis intervention services at state managed shelters; to provide any additional assistance as required by the State or local Office of Emergency Management, within the capability of the Department; this includes on-site visits to assess service needs and provision of needed technical assistance; to provide subject matter expertise to state agencies, as needed..
- j. Virginia Department of Health – To plan and prepare to assist medically fragile evacuees at state managed shelters; to assist with the media outreach efforts of shelter and/or refuge of last resort education pre-event targeting potential medically fragile evacuees; to provide subject matter expertise in matters relating to the medically fragile in shelter environments; to provide subject matter expertise on other topics to state agencies, as needed.
- k. Virginia Department for the Deaf and Hard of Hearing – To provide sign language interpretation services at state-managed shelters; to provide guidance in developing assistance for the deaf and hard of hearing populations that might come to a refuge of last resort; to provide subject matter expertise in matters relating to the deaf and hard of hearing in shelter environments.

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

- l. Virginia Department for the Visually Impaired – To provide interpretation services at state-managed shelters; to provide guidance in developing assistance for the visually impaired populations that might come to a refuge of last resort; to provide subject matter expertise in matters relating to the visually impaired in shelter environments.
 - m. Virginia Department of Rehabilitative Services – To provide subject matter expertise in matters relating to the needs of those involved in rehabilitative services; to provide guidance in developing assistance for the mobility impaired populations that might come to a shelter or refuge of last resort
 - n. Virginia Department of Aging – To provide subject matter expertise in matters relating to the needs of the populations this agency serves on a day-to-day basis; to provide guidance in developing assistance for the aged populations that might come to a shelter or refuge of last resort
 - o. Virginia Department of Housing and Community Development – To provide guidance in transitioning evacuees who require long-term housing (beyond 96 hours) to available resources; to provide subject matter expertise to state agencies, as needed.
 - p. Virginia Department of Agriculture and Consumer Services – To provide coordination and assistance with sheltering, staffing, supplies, and equipment for household pets, to assist local governments with the provision of food to people in shelters and to other people impacted by an incident; to provide subject matter expertise to state agencies, as needed.
 - q. American Red Cross – To provide assistance as outlined in the on file Memorandum of Understanding; to support training in shelter management operations to state government employees to assist in state shelter operations; in concert with VVOAD, to support feeding, staffing and food provisions at state shelter locations as needed.
 - r. Virginia Voluntary Organizations Active in Disaster (VVOAD) – To provide staffing assistance at state shelter locations; to provide feeding capability, including staffing and food provisions, at state shelter locations.
 - s. ARES/RACES – To provide a communications link between state-managed shelter sites and the Virginia Emergency Operations Center.
2. Specific ESFs include:
- ESF-1 (Transportation)
 - ESF-2 (Communications)
 - ESF-6 (Mass Care, Housing, & Human Services)
 - ESF-7 (Resource Support)
 - ESF-8 (Public Health & Medical Services)
 - ESF-11 (Agriculture & Natural Resources)
 - ESF-12 (Energy)
 - ESF-13 (Public Safety)
 - ESF-14 (Long Term Community Recovery & Mitigation)
 - ESF-15 (External Affairs)
 - Volunteers & Donations Group

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

3. Additional support branches include:

- Logistics Section
- Human Services Branch
- Emergency Services Branch

F. Direction, Control, and Coordination

1. This plan and supporting documents establish the coordinating structures, processes, and protocols required to integrate the specific statutory and policy authorities of various departments and agencies of the Commonwealth of Virginia in a collective framework for action to include prevention, preparedness, response, and recovery activities.
2. Key statutes and Gubernatorial Executive orders that provide additional authority and policy direction relevant to sheltering procedures are listed below.
3. The Sheltering Appendix may be used in conjunction with other Commonwealth of Virginia incident management and emergency operations plans developed under these and other authorities as well as memoranda of understanding (MOUs) among various local, State, and Federal agencies.

G. Disaster Intelligence (Information Collection)

Throughout an event where shelter operations are a key component, there is critical and essential information that is common to all emergencies. This section will identify the type of information needed to ensure a successful operation, where it is expected to come from, who uses the information, the format for providing the information, and any specific times the information is needed.

Type of Information	Information Source	Information Recipient	Format for providing information	Time Information Needed
Number of evacuees seeking shelter	VDOT, VSP, localities	VERT, VECTOR, ARC, DSS	Direct reporting, Sit Reps,	Beginning 72 hours pre-impact
Types of evacuees seeking shelter (i.e. medically dependent, pets)	Localities, VDOT, VSP, VaNG	VERT, VECTOR, VDH, VDACS, ARC, DSS	Direct reporting, sit reps	Beginning 72 hours pre-impact
Shelter locations	Human Services Branch,	VERT, localities, VDOT, VSP, VaNG, ARC, DSS	Direct reporting, WebEOC	Beginning 72 hours pre-impact; whenever new shelter locations are opened; at least every 8 hours
Number of shelter occupants	Shelter sites, locality	VERT, Human Services Branch, ARC, DSS	Sit Reps, Direct reporting, conference calls	During conference calls, at least every 8 hours
Needed supplies/logistics	Shelter sites, locality	VERT, Human Services Branch, Logistics Section, ARC, Volunteer & Donations Management	Sit Reps, direct reporting	During conference calls, at least once daily

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

H. Communications

Communications during an event is paramount to ensure the successful completion of a sheltering operation. To support communication efforts during an evacuation event, all available methods of communication will be utilized to include, but is not limited to, the following:

- Verbal messages via radio systems (800 MHz, STARS, etc.)
- Use of telephone systems (i.e., landline telephones, cellular telephones, satellite telephones)
- Use of VDOT variable message boards
- Use of the Virginia Criminal Information Network (VCIN)

I. Administration, Finance, and Logistics

1. There are numerous support requirements to ensure the successful completion of a sheltering operation. This includes mutual aid agreements, authorities for and policy on augmenting staff by reassigning state employees with no VERT role and soliciting volunteers.
2. One of the methods to ensure a smooth sheltering process is through the use of Memoranda of Understanding (MOUs) and Memoranda of Agreement (MOAs). This includes, but is not limited to, MOUs and MOAs between:
 - Commonwealth of Virginia and the American Red Cross
 - Commonwealth of Virginia and inland host sheltering localities
 - Virginia Department of Emergency Management (VDEM) and Virginia State Police (VSP)
 - VDEM and Virginia National Guard (VaNG)
 - Virginia Department of Social Services (VDSS) and VDEM
3. There are numerous state agencies that can assist in the various tasks such as traffic control, assisting in transportation of stranded motorists, and movement of mass transit providers to and from a departure point to assist evacuees to state shelter sites. These agencies are not assigned VERT roles and would provide assistance in many aspects of the evacuation process.
4. The COVEOP provides a basis for the management and provision of critical resources and supplies in support of disaster response and recovery operations. Energy-related resource shortages, such as electric power and gasoline, are addressed in ESF-12. Transportation-related resources to augment an evacuation are addressed in ESF-1 and Support Annex 5.
5. Tracking finances and resources used during an event is addressed in the COVEOP, Support Annex 4. That annex provides financial management guidance for the Department of Emergency Management and other state agencies which respond to a disaster to ensure that funds are provided expeditiously and that financial operations are conducted in accordance with established state and federal policies, regulations and standards.

**Tab A
REFUGE OF LAST RESORT**

A. Purpose

The Refuge of Last Resort (ROLR) Support Document outlines the procedures necessary to address the operations of a ROLR during a declared state of emergency.

B. Situation Overview

The Commonwealth of Virginia is vulnerable to a variety of hazards that could require a refuge of last resort such as hurricanes, winter storms, hazardous materials incidents, and acts of terrorism. Many of these hazards could result in the need to evacuate numerous citizens. As a result, citizens who evacuate too late or who are caught in heavy evacuation traffic could be faced with the approach of an event and need to seek temporary shelter. A ROLR would only be activated after all other possibilities have been exhausted and would be operated no more than 12-24 hours. When localities or the state operate ROLR, they are not intended to be classified as a Shelter and therefore may not be operated according to Red Cross Guidelines. Provisions at the site will be minimal, consisting solely of security, restroom facilities, and parking. Due to the short notice time, it is not anticipated that ROLR sites could be set up for events that occur without warning.

C. Planning Assumptions

1. Localities that have dense populations or extremely vulnerable areas should also designate "refuges of last resort".
2. State agencies have conducted a hazard analysis and vulnerability assessment for sites that have been selected as state managed refuges of last resort.
3. ROLR will be set up only for events that occur with warning. Due to the short, often non-existent timelines, it is not anticipated that ROLR sites could be set up for events that occur without warning.
4. ROLR will be open solely for the duration of an event. After the event conclusion, once roadways leaving the site are cleared, it is assumed that the ROLR population will move on to established shelter sites, will continue on with their own evacuation plans out of the region, or be able to return to their homes.
5. Sites chosen for ROLR will provide only security at the site (i.e., police presence), restroom facilities, and parking for vehicles. There is no assumption for food provisions or other comfort items that would be found in a traditional shelter.
6. All hospitals, nursing homes, and group residential facilities operated by private or public agencies based upon licensing requirements will have predetermined evacuation and/or refuge plans.
7. Despite the comprehensive effort implements to communicate ROLR locations, some segments of the population might not receive or follow the instructions given.

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

D. Concept of Operations

1. The Refuge of Last Resort (ROLR) Support Document is the core plan for managing ROLR operations. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, wildland fires, etc.).
2. ROLR operations will vary from situation to situation, especially when consideration is given to incidents involving the need for decontamination of evacuees prior to entry into a shelter environment. This document will address general situations with no consideration given for special incident scenarios. For more information on special incident scenarios, consult the appropriate COVEOP incident annex for additional guidance.

E. Organization and Assignment of Responsibilities

1. Coordination of ROLR operations will be accomplished by the Virginia Evacuation Coordination Team for Operational Response (VECTOR) within the Operations Section of the VERT. VECTOR represents several key agencies. Agencies with operational responsibilities include, but are not limited to:
 - a. Virginia Department of Emergency Management – To identify sites that meet the minimum requirements for establishment of ROLR; to work with VDSS and VECTOR to establish when ROLR implementation should begin and notify localities where ROLR will be established; to provide subject matter expertise to state agencies, as needed.
 - b. Virginia Department of Transportation – To assist in identification of proper egress and ingress routes to ROLR; to ensure public safety and security of the transportation infrastructure on major/primary roadways used to access ROLR sites; to assist in traffic control to ROLR sites in accordance with the Highway Laws of Virginia and the policies of the State Highway Commission; to provide subject matter expertise to state agencies, as needed.
 - c. Virginia Department of State Police – To serve as a coordinating agency for law enforcement agencies to assist in provision of civil order at ROLR sites; to assist where possible with establishing a safe and secure ROLR site; to assist in traffic control to ROLR sites in accordance with the Highway Laws of Virginia and the policies of the State Highway Commission; to provide subject matter expertise to state agencies, as needed.
 - d. Virginia National Guard – To coordinate with VSP in providing a safe and secure ROLR site; to assist in traffic control to ROLR sites in accordance with the Highway Laws of Virginia and the policies of the State Highway Commission; to provide subject matter expertise to state agencies, as needed.
 - e. Virginia Department of Social Services – To identify sites that meet the minimum requirements for establishment of a ROLR; to work with VDEM and VECTOR to establish when ROLR implementation should begin; to provide subject matter expertise to state agencies, as needed.
2. Specific ESFs include:
 - ESF-1 (Transportation)
 - ESF-2 (Communications)

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

- ESF-6 (Mass Care, Housing, & Human Services)
- ESF-13 (Public Safety)
- ESF-15 (External Affairs)
- Volunteers & Donations Group

3. Additional support branches include:

- Human Services Branch
- Emergency Services Branch

F. Disaster Intelligence (Information Collection)

Throughout an event where ROLR operations are a key component, there is critical and essential information that is common to all emergencies. This section will identify the type of information needed to ensure a successful operation, where it is expected to come from, who uses the information, the format for providing the information, and any specific times the information is needed.

Type of Information	Information Source	Information Recipient	Format for providing information	Time Information Needed
Location & availability of ROLR	Human Services Branch; Department of Economic Development; localities	VECTOR, VSP, VaNG, VDOT	Direct reporting	Prior to 5 hours before impact
Availability of security	VSP, VaNG	HSB, VECTOR	Direct reporting	Prior to 5 hours before impact
Number of evacuees in ROLR	Security on site	VECTOR, HSB, localities	Direct reporting	From ROLR opening to arrival of event

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**Tab B
HOST SHELTERING**

A. Purpose

The Host Sheltering support document describes the coordinating processes used in the operations of host shelters. Host shelters will be located in localities not affected by the incident, but close to those that are.

B. Situation Overview

Due to an event that occurs with or without warning a locality is unable to shelter its residents. Those residents then must seek shelter outside that affected locality.

C. Planning Assumptions

1. Host shelter operations will only be available when receiving locality capabilities are not also impacted by an event which makes that locality's resources unavailable for sheltering.
2. Some localities in impacted areas will not be able to open shelters. Residents of those areas will be advised to seek shelter in host areas.
3. State Managed Shelters will be the primary shelter source in a catastrophic event which has resulted in a State of Emergency being declared by the Governor. Local and Host shelter resources will be the primary shelter source in an event which has not resulted in a State of Emergency being declared by the Governor.
4. The Commonwealth will authorize state reimbursement of expenses incurred by local governments and host communities to provide sheltering in accordance with existing written agreements.
5. The incident specific traffic management plan, developed by the Virginia Department of Transportation (VDOT) and Virginia State Police (VSP) will be implemented. The plan identifies evacuation routes and limits access, based on the maximum capacity of each route. Evacuation routes will be monitored by VSP and VDOT.
6. Local governments will be responsible for traffic control within their jurisdictions. Host localities will be responsible for traffic control from the evacuation routes to designated shelters within the host locality.
7. Given notice of an event, a portion of the population will voluntarily evacuate before an evacuation has been recommended or directed. Most people who leave their homes will seek shelter with relatives, friends or in motels and will not need host shelters.
8. Despite the comprehensive effort implements to communicate host shelter locations, some segments of the population might not receive or follow the instructions given.

D. Concept of Operations

1. The Host Sheltering Support Document is the core plan for managing Host Sheltering operations. Other supplemental agency and interagency plans provide details on authorities, response

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, wildland fires, etc.).

2. Host Shelter operations will vary from situation to situation, especially when consideration is given to incidents involving the need for decontamination of evacuees prior to entry into a shelter environment. This document will address general situations with no consideration given for special incident scenarios. For more information on special incident scenarios, consult the appropriate COVEOP incident annex for additional guidance.

E. Organization and Assignment of Responsibilities

1. Coordination of host sheltering operations will be accomplished by the Virginia Evacuation Coordination Team for Operational Response (VECTOR) within the Operations Section of the VERT. VECTOR represents several key agencies including VDSS, VDOT, VSP, Virginia National Guard, and VDEM. Agencies with operational responsibilities include, but are not limited to:
 - a. Virginia Department of Emergency Management – To identify host localities and maintain MOUs on file to document a locality’s willingness to serve as a host jurisdiction operating host shelters. ; to initiate opening of host shelters with approval from the Governor; to provide subject matter expertise to state and local agencies, as needed.
 - b. Virginia Department of Transportation – To assist in identification of proper egress and ingress routes to host localities from impacted localities; to ensure public safety and security of the transportation infrastructure on major/primary roadways used to access host shelters; to staff the traffic control measures implemented in the plan on state-maintained roads; to coordinate the closure of high-risk roadways such as bridges, tunnels, or flood-prone sections of roadway as indicated in the Transportation Emergency Operations Plan and other protocols for adjusting transportation resources to meet impending emergencies. to provide subject matter expertise to state agencies, as needed.
 - c. Virginia Department of State Police – to ensure public safety and security of the transportation infrastructure on major/primary roadways; to monitor the flow of traffic during the evacuation of an impacted area and keep the State EOC informed of the status; to control re-entry into the impacted area after the hurricane has passed; to provide subject matter expertise to state agencies, as needed.
 - d. Virginia Department of Social Services – To assist VDEM in coordination of efforts to open host shelter sites; to work with VDEM and VECTOR to establish when host locality shelter implementation should begin; to provide subject matter expertise to state agencies, as needed.
 - e. Virginia Department of Health – To coordinate state resources in the provision of transportation or shelter facilities for people with special health or medical needs, in accordance with local plans; to coordinate state resources in providing safe and sanitary food and shelter resources in accordance with local plans; to provide subject matter expertise to state agencies, as needed
2. Specific ESFs include:
 - ESF-1 (Transportation)
 - ESF-2 (Communications)
 - ESF-6 (Mass Care, Housing, & Human Services)

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

- ESF-5 (Emergency Management)
- ESF-8 (Public Health and Medical Services)
- ESF-11 (Agriculture and Natural Resources)
- ESF 12 (Energy)
- ESF-13 (Public Safety)
- ESF-15 (External Affairs)
- Volunteers & Donations Group

3. Additional support branches include:

- Human Services Branch
- Emergency Services Branch

F. Disaster Intelligence (Information Collection)

Throughout an event where host shelter operations are a key component, there is critical and essential information that is common to all emergencies. This section will identify the type of information needed to ensure a successful operation, where it is expected to come from, who uses the information, the format for providing the information, and any specific times the information is needed.

Type of Information	Information Source	Information Recipient	Format for providing information	Time Information Needed
Location & availability of host shelter site	Host locality	VECTOR, HSB, VSP, VaNG, VDOT	Direct reporting	Upon notification of need from Governor's Office
Shelter support	Host locality	VECTOR, VERT	Direct reporting, sit reps	Upon notification of need from Governor's Office; every 12 hours

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**Tab C
REGIONAL HOST SHELTERING AGREEMENT**

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

THIS AGREEMENT IS MADE AND ENTERED INTO BETWEEN THE COMMONWEALTH OF VIRGINIA AND EACH HOST LOCALITY THAT EXECUTES AND ADOPTS THE TERMS AND CONDITIONS HEREIN:

WHEREAS, the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, provides the Virginia Department of Emergency Management (VDEM) with certain authorities to carry out the purposes of that law, including, but not limited to, the authority to (1) coordinate and administer preparedness plans and programs with local governments, (2) determine requirements of political subdivisions for necessities needed in the event of a declared emergency which are not otherwise readily available, (3) coordinate with public and private entities in implementing programs for disaster prevention, mitigation, preparation, response, and recovery, (4) provide assistance during a period of emergency, as declared by the Governor, to political subdivisions to ensure orderly and timely recovery from disaster effects, and (5) enter into agreements necessary or incidental to performance of any of its duties (see Virginia Code Annotated, Section 44-146.18); and

WHEREAS, this agreement, once consummated, will authorize the request and provision of shelter operations in accordance with established procedures in the threat of a catastrophic event impacting certain regions of the Commonwealth and not impacting others as greatly

WHEREAS, to provide the most effective shelter operations possible, each participating locality intends to foster coordination with the VDEM by the exchange of information, and development of plans and procedures to implement this Agreement;

NOW THEREFORE, the parties hereto agree as follows:

SECTION 1: DEFINITIONS

- A. The Agreement - The Host Sheltering Agreement whereby cities, counties, towns and authorized independent installations within the Commonwealth of Virginia become a party to this Agreement by executing a copy of this Agreement and providing a copy with original signatures and authorizing resolution to the Virginia Department of Emergency Management.
- B. Authorized Representative - An employee of the Host Locality or Host Entity authorized in writing by that government to offer assistance under the terms of this agreement. The list of Authorized Representatives shall be included in each Host Locality's Emergency Operations Plan and provided to the VDEM. The list should be updated as needed, at least annually.
- C. COVEOP - Commonwealth of Virginia Emergency Operations Plan - A plan developed and maintained by the Department of Emergency Management that identifies procedures for state level management of emergencies.
- D. Designated Shelter - A facility designated by the host locality that may or may not be pre-approved by the Red Cross that is used by that locality to provide basic services to the general population including registration (identification), food, lodging, first aid, and security.
- E. Evacuation Directive - Any communication from the Governor or at risk localities recommending or mandating persons in areas at risk during an emergency to leave their places of residence and travel to safer areas.

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

- F. Evacuation Routes – state- or federally-maintained roads designated by the Virginia Department of Transportation for the use of motorists evacuating from one section of the Commonwealth to another.
- G. Host Entity – Independent installations, such as a military base, or private organizations/facilities which are authorized to provide aid in the form of sheltering people and/or staging resources and which have provided a completed executed copy of the Agreement to the Department of Emergency Management.
- H. Host Locality – Cities, counties, and towns that are participating in the Agreement to provide shelter operations for people evacuating from risk localities and have provided a completed executed copy of the Agreement to the Department of Emergency Management. Host localities are desired to be located adjacent to designated evacuation routes. Host localities may operate shelters through an agreement with the local chapter of the American Red Cross.
- I. Refuge of Last Resort – A facility identified by the host locality that may be used as a last resort to defend against the effects of the storm. This facility may not be able to provide basic shelter services such as food or first aid, and would be used only during the period in which an emergency event is ongoing (i.e., winds of tropical storm force or higher are experienced).
- J. Shelter Operations – any activity involved in opening, operating and closing shelters, moving or directing people to and from shelter facilities, and providing basic services in shelters. May also include the limited operations of "refuges of last resort".
- K. VDEM – Virginia Department of Emergency Management - the state agency responsible for management and administration of disaster relief for Virginia.
- L. VEOC – Virginia Emergency Operations Center- a facility maintained at all times by VDEM to coordinate emergency response activities of state and federal agencies.

SECTION 2: HOST LOCALITY RESPONSIBILITIES

Each host locality will develop plans and procedures to operate shelters for people evacuating from risk localities. The host locality is responsible for:

- A. Assigning an individual the responsibility for authorizing use of resources for hosting.
- B. Informing VDEM of the name and direct contact information of the authorized individual.
- C. Identifying appropriate facilities for operating shelters.
- D. Providing appropriate personnel and resources to operate shelters in accordance with the COVEOP and in coordination with the VEOC.
- E. Maintaining communications with the VEOC to determine the status of the emergency evacuation of motorists from risk localities.
- F. Notifying the VEOC of its availability to provide shelter operations.
- G. As applicable, directing motorists from the designated evacuation routes to the designated host shelters.

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

- H. Providing the following shelter services in a secure facility - registration, food, space for eating and sleeping, parking space, first aid (if needed) and information on event status.
- I. Identify existing facilities within their locality for potential use as a “super shelter”:
 - 1. Survey facility for shelter practical use
 - 2. Identify and train staff to ARC Standards

SECTION 3: ROLE OF THE VIRGINIA DEPARTMENT OF EMERGENCY MANAGEMENT

- A. Under this Agreement, the responsibilities of the Virginia Department of Emergency Management during normal operations are:
 - 1. Enter into the Agreement on behalf of the Commonwealth of Virginia,
 - 2. Integrate the list of host localities executing this agreement into the COVEOP and into the procedures of the VEOC,
 - 3. Assist in the execution of this Agreement.
- B. Under this Agreement, the responsibilities of the Virginia Department of Emergency Management during a State of Emergency declared by the Governor are:
 - 1. Establish and maintain communications with any host locality that has executed this Agreement.
 - 2. Request Authorized Representative of each host locality to determine availability of facilities, personnel, equipment and resources and notify VEOC of determination.
 - 3. Coordinate the requests for assistance from host localities.
 - 4. Coordinate provision of resources to host localities from state and federal agencies in accordance with COVEOP.
 - 5. Coordinate requests for reimbursement for eligible costs.

SECTION 4: REIMBURSEABLE EXPENSES

- A. A host locality may request reimbursement from the Commonwealth for 100% of eligible expenses if it has executed an Agreement and has supplied a completed executed copy of the Agreement to the Virginia Department of Emergency Management.
- B. Items eligible for reimbursement are any of the following expenses that were incurred after the Governor declared a State of Emergency:
 - 1. Costs of overtime salary and benefits of personnel involved in shelter operations,
 - 2. Costs directly related to the loss of the ability of the host locality to provide regular services (i.e., allocation of resources to sheltering rather than normal services),

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

3. Costs to restore shelter facilities to pre-shelter conditions,
 4. Costs of directing or assisting in the direction of evacuating motorists to shelters,
 5. Costs related to providing water, wastewater disposal, heat, cooling, electric power, and telephone service to shelters and to persons in support of shelter operations,
 6. Any cost related to supplies utilized for shelter operations, to include food, ice, paper products, bedding and first aid, and
 7. Costs of providing services for the shelter operations by contract.
- C. Payment /reimbursement for expenses will be made within 90 days after receipt of total receipts for host shelter operations.

SUGGESTED REPLACEMENT LANGUAGE: “The Commonwealth will reimburse the host locality’s eligible expenses within ninety (90) days after VDEM receives the locality’s final Request for Reimbursement expense report.”

SECTION 5: INSURANCE

Each participating host locality shall bear the risk of its own actions, as it does with its day-to-day operations, and determine for itself what kinds of insurance, and in what amounts, it should carry. If a host locality is insured, its file shall contain a letter from its insurance carrier authorizing it to provide assistance under this Agreement, and indicating that there will be no lapse in its insurance coverage either on employees, vehicles, or liability. If a host locality is self-insured, its file shall contain a copy of a resolution authorizing its self-insurance program. A copy of the insurance carrier's letter or the resolution of self-insurance shall be attached to the executed copy of this Agreement, which is filed with the Virginia Department of Emergency Management. Each host locality shall be solely responsible for determining that its insurance is current and adequate prior to providing assistance in host sheltering.

SECTION 6: LIABILITY

To the extent permitted by law and without waiving sovereign immunity, each host locality shall be responsible for any and all claims, demands, suits, actions, damages, and causes of action related to or arising out of or in any way connected with its own actions, and the actions of its personnel, in providing assistance rendered or performed pursuant to the terms and conditions of this agreement. This agreement, pertaining to the sheltering of persons evacuated from stricken areas, provides an emergency services function within the meaning of section 44-146.16, Code of Virginia, and participation in this emergency services activity is intended by the parties of be covered by the immunity provisions of Section 44-146.23 of the Code of Virginia.

SECTION 7: ABILITY TO PROVIDE HOST SHELTER OPERATIONS

When contacted by the VEOC, in accordance with the COVEOP, the Authorized Representatives of any host locality agree to assess their government's situation to determine available personnel, facilities, equipment and other resources. Any locality entering into this Agreement will render assistance to the fullest extent made possible by the availability and condition of facilities, personnel, equipment and resources. When the Authorized Representative determines that the locality has available facilities, personnel, equipment and resources to provide shelter operations, they shall so notify the VEOC and provide the information below: (1) name of building and exact location of each shelter, (2) capacity of people that can be sheltered in each facility, (3) time the shelter will be open to accept evacuees. (4) name

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

and telephone number of contact person at host locality, (5) name and telephone number of the manager of each shelter, and (6) duration of availability of shelter facility and staff.

SECTION 8: SUMMARY REPORT

Following the period of a State of Emergency during which this Agreement was activated, the host locality will prepare a Summary Report on the form attached and forward to the VEOC.

SECTION 9: TERM

This Agreement shall be in effect for one (1) year from the date hereof and shall automatically be renewed in successive one (1) year terms unless terminated in writing by the host locality. Notice of such termination shall be made in writing and shall be sent to the Coordinator of the Virginia Department of Emergency Management.

SECTION 10: EFFECTIVE DATE OF THIS AGREEMENT

This agreement shall be in full force and effect upon approval by the host locality and the Virginia Department of Emergency Management.

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

IN WITNESS WHEREOF, the following parties have duly executed this Agreement as set forth below:

HOST LOCALITY

CITY/COUNTY: _____

BY: _____
(Name of Official) (Title)

DATE: _____

APPROVED AS TO FORM:

BY: _____
(Name) (City or County Attorney)

DATE: _____

COMMONWEALTH OF VIRGINIA
DEPARTMENT OF EMERGENCY MANAGEMENT

BY: _____
(Name of Official) (Title)

DATE: _____

AUTHORIZED REPRESENTATIVES

CITY/COUNTY: _____ DATE: _____

MAILING ADDRESS: _____

CITY, STATE, ZIP: _____

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

AUTHORIZED REPRESENTATIVES TO REQUEST PROVISION OF HOST SHELTERING

Primary Representative

Name: _____

Title: _____

Address: _____

Day Phone: _____ Night Phone: _____ Fax: _____

Alternate Representative (1)

Name: _____

Title: _____

Address: _____

Day Phone: _____ Night Phone: _____ Fax: _____

Alternate Representative (2)

Name: _____

Title: _____

Address: _____

Day Phone: _____ Night Phone: _____ Fax: _____

HOST SHELTERING SUMMARY REPORT

EVENT: _____

HOSTS JURISDICTION: _____

SHELTER NAME & ADDRESS: _____

DATE/TIME: SHELTER OPEN / /20__ _____ HRS.

SHELTER CLOSED / /20__ _____ HRS.

NUMBER OF EVACUEES SHELTERED: _____

REQUEST FOR REIMBURSEMENT

In order to expedite request for reimbursement you are required to complete and submit *itemized* documentation (all supporting data) that specifies the actual cost per category for each shelter that was used during the Host Sheltering event. Submit itemized data only for those areas for which you may claim reimbursement under the terms of the Agreement.

- 1) Personnel overtime expense and benefits \$ _____
- 2) Personnel expense for loss of ability to provide regular services _____
- 3) Cost to restore shelter facility to pre-shelter condition _____
- 4) Cost to direct evacuees to shelter _____
- 5) Cost of shelter utilities _____
- 6) Cost of shelter supplies _____
- 7) Cost of shelter contract operations (if applicable) _____

TOTAL REIMBURSEMENT REQUEST _____

APPENDIX 3 – PET EVACUATION AND SHELTERING

A. Purpose

The Pet Evacuation and Sheltering Appendix describes the coordinating processes used to ensure the smooth evacuation and state managed sheltering of household pets from any region in the Commonwealth due to any hazard including a catastrophic incident.

B. Situation Overview

1. There are four basic situations in which a planned mass evacuation or a mass evacuation without warning might be required:
 - a. Catastrophic Event with warning – An event where citizens may need to evacuate or shelter in place then seek evacuation; citizens will not be able to return to their home location in a reasonable period of time. The sequence of events can be placed on a timeline. Examples include major hurricanes, wildland fires.
 - b. Disruptive Event with warning - An event where citizens may need to evacuate; citizens will be able to return to their home location in a reasonable period of time. The sequence of events can be placed on a timeline. Examples include weather events (e.g. storms, hurricanes) or hazardous materials events.
 - c. Catastrophic Event without warning - An event where citizens need to take immediate action to protect themselves; may or may not involve evacuation after an event; citizens will not be able to return to their home location in a reasonable period of time. Examples include terrorism events, hazardous materials, and tornadoes.
 - d. Disruptive Event without warning – An event where citizens need to take immediate action to protect themselves; may or may not involve evacuation after an event; and/or citizens will be able to return to their home location in a reasonable period of time. Examples include weather events (i.e. tornado, other severe weather) or transportation accidents.
2. For the 2007 Hurricane season, the Virginia Department of Emergency Management Pet Evacuation and Sheltering Plan appendix will define household pets, as noted in the Code of Virginia, as domesticated dogs and cats for the purposes of mass evacuation and sheltering processes. This definition could be expanded to encompass additional animals in subsequent versions of this appendix. Localities may define household pets differently, and this definition does not pre-empt that of any locality for their own pet sheltering response.
3. Experience has shown that during times of disaster people may risk their own safety to secure the safety of their household pets and service animals. They may not leave their homes without their pets, or they may try to return to an unsafe house to retrieve pets left behind. These situations can lead to injuries to the animals, injuries to the owners, and possible injuries to emergency personnel when assisting in recovering animals.
4. The Virginia Department of Emergency Management's mission is to save lives and protect the health and safety of the public, responders, and recovery workers. Assisting owners of household pets and service animals aids in the accomplishment of this mission.

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

C. Planning Assumptions

1. Under the provisions of Section 44-146.18 of the Commonwealth of Virginia Emergency Services and Disaster Law, the State Department of Emergency Management shall in the administration of emergency services and disaster preparedness programs develop an emergency response plan to address the needs of individuals with household pets and service animals in the event of a disaster and assist and coordinate with local agencies in developing an emergency response plan for household pets and service animals.
2. Given notice of an event, a portion of the population will voluntarily evacuate with their household pets before an evacuation has been recommended or directed. Most people who leave their homes with their household pets will seek shelter with relatives, friends or in motels.
3. There are ongoing efforts between all local, state, and federal partners to proactively reach out and educate residents of the Commonwealth on evacuation and sheltering procedures for themselves and their household pets to include where to go for information on evacuations and routing, when to shelter-in-place, where to go for information on pet sheltering options, and what supplies to bring to a pet shelter.
4. Some people will lack personal transportation. Others who are ill or disabled may require vehicles with special transportation capabilities. Stranded motorists with household pets could present significant problems during an evacuation situation.
5. Some owners of household pets will refuse to evacuate unless arrangements have been made to care for their animals; therefore some household pets may require evacuation prior to a disaster, sheltering and adequate care during a disaster and reunification with their owners after a disaster.
6. Service animals will be evacuated and transported with their owners.
7. Household pets may be transported with or without their owners.
8. A method for registering and tracking evacuees and their household pets will be established and maintained.
9. National humane organizations will assist in the rescue, shelter and care of non-owned pets (i.e., lost, stray and/or abandoned.)
10. Private industry (e.g., hotels) may modify requirements allowing for the housing of household pets during an emergency.
11. Pet shelter operations will be initiated at the local level and is a local responsibility.
12. In major disaster events or emergencies, regional, state, federal and private resources might be necessary to augment local pet sheltering resources to ensure an effective and timely execution of the protective action(s).
13. Pre-identified local and/or State pet sheltering sites will be announced at marked points on the timeline as determined by the specific event. Timelines are located within specific Incident Annexes of the COVEOP Not all pet shelter sites will be opened at once during an event, and sites will be event-dependent.

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

14. Public education materials will emphasize the need for individual responsibility with regard to emergency preparedness for household pets.
15. Numerous state agencies will work together to allow for adequate pet shelter management staff at the designated pet shelter sites.
16. The American Red Cross is the acknowledged expert in the United States in shelter management for people. For health and safety reasons the Red Cross permits only service animals to reside in their shelters with their owners. State or local managed pet shelters might or might not be located in close proximity to a Red Cross shelter.
17. Service animals will be allowed in all emergency shelters.
18. Some state managed shelters may allow household pets in the same facility or a nearby facility to that in which their owner stays. Some household pets may be taken to larger pet emergency shelters not in proximity to that of the evacuees' shelters.
19. State shelter management teams reserve the right to refuse entry to pets deemed dangerous and/or aggressive either towards people or other animals. This refusal might also take place at local pick-up points and/or assembly areas before an animal leaves the affected area.
20. Pet shelter supplies and resources will be requested and/or pre-staged as defined in the incident evacuation timeline. (See COVEOP Incident Annexes for timelines.)
21. Contractual support might be available for key processes required within this plan, e.g., transportation of household pets for transportation dependent people and/or ID tracking of pets and their owners.

D. Concept of Operations

1. The Commonwealth of Virginia Pet Evacuation and Sheltering Appendix is the core plan for managing pet evacuation and state pet sheltering operations with an all-hazards approach. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, wildland fires, hurricanes, etc.).
2. At the onset of any of these events, plans that are in place would be set into motion to assist with the pet evacuation and sheltering needs of any given area that would be affected by these events.
3. In general the following events might require state assistance for pet evacuation and/or sheltering from or within any given locality:
 - Radiological Event
 - Hazardous Materials Event
 - Hurricane Event
 - Snow/Ice Event
 - Flooding Event
 - Terrorism Event
4. Pet evacuation and sheltering operations will vary from situation to situation, especially when consideration is given to incidents involving the need for decontamination of household pets prior to entry into a pet shelter environment. This document will address general situations with no

Commonwealth of Virginia Emergency Operations Plan

Mass Evacuation and Sheltering Support Annex 6 Volume II

consideration given for special incident scenarios. For more information on special incident scenarios, consult the appropriate COVEOP volume for additional guidance.

5. A Memorandum of Understanding exists between the Virginia Veterinary Medical Association (VVMA), the Virginia Federation of Humane Societies (VFHS), the Virginia-Maryland Regional College of Veterinary Medicine (VMRCVM) and the Commonwealth of Virginia Departments of Agriculture and Consumer Services (VDACS) and Emergency Management (VDEM) to coordinate assistance for pet-owning evacuees and pet-friendly human shelters and facilities that will accept pets in response to the Governor's declaration of a state of emergency.

E. Organization and Assignment of Responsibilities

Coordination of the pet evacuation and sheltering operations will be accomplished by The Virginia Evacuation Coordination Team for Operational Response (VECTOR) within the Operations Section of the VERT. VECTOR represents several key agencies including VDSS, VDOT, VSP, Virginia National Guard, and VDEM. This coordination will be done in conjunction with ESF's #6 and #11 located in the Human Services Branch and ESF #1 located in the Infrastructure Support Branch of the VERT in the VEOC.

1. Agencies with operational responsibilities include, but are not limited to:
 - a. Virginia Department of Agriculture and Consumer Services (VDACS) – Coordinate with representatives from the VVMA, the VFHS, the VDEM and the VMRCVM to coordinate assistance for pet-friendly human shelters and facilities that will accept pets prior to, during and following an emergency using the resources of numerous organizations.
 - b. Virginia Department of Emergency Management (VDEM) – Provide EOC training for representatives of the VVMA, the VFHS, the VDACS, and the VMRCVM who will serve in ESF #11 in the State EOC to respond to pet sheltering requests; provide information to residents on preparations to evacuate with pets; assist with applications for reimbursement for expenses incurred during an emergency; request that organizations identify human shelters that will accommodate companion animals and identify facilities adjacent to human shelters that may be suitable to shelter companion animals; require that organizations providing human sheltering supply VDACS with a list of proposed shelters including addresses, contact people, and GIS coordinates, if possible; assist localities in the creation of pet sheltering and evacuation plans.
 - c. The Virginia-Maryland Regional College of Veterinary Medicine (VMRCVM) – Provide representatives to the EOC to respond to pet sheltering inquiries; communicate disaster volunteer needs to faculty, staff, and students and maintain a list of volunteers for disaster response; encourage faculty, staff, and students to complete necessary ICS and NIMS training in preparation for disaster response.
 - d. Virginia Veterinary Medical Association (VVMA) – Provide representatives to the EOC to respond to pet sheltering inquiries; make the initial contacts and encourage member veterinarians to volunteer to respond in the event of an emergency; take the lead in establishing a State Animal Response Team (SART).

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

- e. Virginia Federation of Humane Societies (VFHS) – Communicate with member organizations and other animal welfare volunteers in the VFHS’ database to urge that these entities volunteer to be a VFHS representative to the VEOC to respond to pet sheltering inquiries; establish and maintain the following databases for those serving in the VEOC to respond to pet sheltering requests:
 1. A current list of pet-friendly human shelters and facilities that will accept pets.
 2. A list of equipment and supplies by location and the contact information to request mobilization.
 3. A list of anticipated services and supplies needed and the contacts that may be able to provide those services and supplies.
 - f. Virginia Department of General Services (DGS) – Provide pet food to state-managed pet shelters.
 - g. Virginia Animal Control Association (VACA) – Provide lead support for human resource needs for enforcement, rescue and animal transport throughout the Commonwealth; provide resources and coordinate animal transportation, housing and care at member locations throughout the Commonwealth; facilitate communication between the VEOC and member agencies during disaster operations; assist in animal rescue operations with technical and human resources; assist local animal control agencies in enforcement of animal related laws; provide representatives to the VEOC for cooperative efforts within the Pet Sheltering task force.
2. Additional agencies that might provide support:
 - Virginia Department of Game and Inland Fisheries
 - Virginia Department of Health
 - Virginia Cooperative Extension Offices
 - Virginia State Animal Response Team
 - Virginia Department of Social Services
 - Virginia Department of Transportation
 3. Specific ESFs that could be involved in a successful pet evacuation and sheltering scenario include:
 - ESF-1 (Transportation)
 - ESF-2 (Communications)
 - ESF-6 (Mass Care, Housing, & Human Services)
 - ESF-7 (Resource Support)
 - ESF-8 (Public Health & Medical Services)
 - ESF-11 (Agriculture & Natural Resources)
 - ESF-12 (Energy)
 - ESF-13 (Public Safety)
 - ESF-14 (Long Term Community Recovery & Mitigation)
 - ESF-15 (External Affairs)
 - Volunteers & Donations Group

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

4. Additional support branches include:

- Logistics Section
- Human Services Branch
- Emergency Services Branch
- Infrastructure Support Branch

F. Direction, Control, and Coordination

1. This plan and supporting documents establish the coordinating structures, processes, and protocols required to integrate the specific statutory and policy authorities of various departments and agencies of the Commonwealth of Virginia in a collective framework for action to include prevention, preparedness, response, and recovery activities.
2. Key statutes and Gubernatorial Executive orders that provide additional authority and policy direction relevant to pet evacuation and sheltering are listed below.
3. The Pet Evacuation and Sheltering Appendix may be used in conjunction with other Commonwealth of Virginia incident management and emergency operations plans developed under these and other authorities as well as memoranda of understanding (MOUs) among various local, State, Federal, private and public agencies.

G. Disaster Intelligence (Information Collection)

Throughout an event where pet evacuation and shelter operations are a key component, there is critical and essential information that is common to all emergencies. This section will identify the type of information needed to ensure a successful operation, where it is expected to come from, who uses the information, the format for providing the information, and any specific times the information is needed.

Type of Information	Information Source	Information Recipient	Format for providing information	Time Information Needed
Traffic Flow	VDOT	VERT, VECTOR	TEOC, sit reps	At least every 30 minutes
Traffic Counts	VDOT, VSP, VaNG	VERT, VECTOR	TEOC, radio relays of information	At least every 30 minutes
Number of evacuees seeking shelter	VDOT, VSP, localities	VERT, VECTOR, VDACS	Direct reporting, Sit Reps,	Beginning 72 hours pre-impact
Number of household pets seeking shelter	localities, VDACS	VERT, VECTOR, VDACS	Direct reporting, sit reps	Beginning 72 hours pre-impact
Pet shelter locations	VDACS, VDSS, VDEM, localities	VERT, localities, VDOT, VSP, VaNG, ARC	Direct reporting, WebEOC	Beginning 72 hours pre-impact; whenever new shelter locations are opened; at least every 8 hours

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

Number of pet occupants	Shelter sites, locality	VERT, Human Services Branch, VDACS	Sit Reps, Direct reporting, conference calls	During conference calls, at least every 8 hours
Needed pet shelter supplies/logistics	Shelter sites, locality	VERT, Human Services Branch, VDACS, Logistics Section, Volunteer & Donations Management	Sit Reps, direct reporting	During conference calls, at least once daily

H. Communications

1. Communication prior to and during an event is paramount to ensure the successful completion of a pet evacuation and sheltering operation.
2. Public information provided prior to an emergency might include the following:
People should evacuate with their pets. Bringing them to family, friends or a pet friendly hotel or motel is best. But there may be arrangements for pets at some shelter locations. The key is to make plans ahead of time and bring your supplies with you, including a pet crate.
3. Information prior to a disaster should also include pet identification options.
4. Public information regarding evacuation and sheltering of household pets and service animals during an emergency will be provided at the same time as that for individuals.
5. A variety of communication channels will be used to effectively convey the location of state managed public shelters, items evacuees should and should not bring to shelters, including specific assistance information for individuals with household pets and service animals.
6. To support communication efforts during an event, multiple methods of communication will be utilized to include, but is not limited to, the following:
 - a. Media outlets
 - b. Communication through animal industry organizations

I. Administration, Finance, and Logistics

1. There are numerous support requirements to ensure the successful completion of a pet evacuation and sheltering operation. These include mutual aid agreements, authorities for and policy on augmenting staff by reassigning state employees with no VERT role and soliciting volunteers.
2. One of the methods to ensure a smooth pet evacuation and sheltering process is through the use of Memoranda of Understanding (MOUs) and Memoranda of Agreement (MOAs). This includes, but is not limited to, MOUs and MOAs between:
 - Virginia Department of Emergency Management (VDEM) and Virginia Veterinary Medical Association (VVMA), Virginia Federation of Humane Societies (VFHS), Virginia

Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II

- Department of Agriculture and Consumer Services (VDACS), and Virginia-Maryland Regional College of Veterinary Medicine (VMRCVM)
 - Virginia Department of Emergency Management (VDEM) and Virginia Cooperative Extension
 - Commonwealth of Virginia and inland host sheltering localities
 - Virginia Department of Emergency Management (VDEM) and Virginia State Police (VSP)
 - Virginia Department of Emergency Management (VDEM) and Virginia National Guard (VaNG)
 - Virginia Department of Emergency Management (VDEM) and Department of Social Services (VDSS)
3. There are numerous other public and private agencies that can assist in the various tasks such as traffic control, assisting in transportation of stranded motorists with household pets, management of pet shelters, and movement of mass transit providers to and from a departure point to assist evacuees with household pets with transportation to state pet shelter sites. The VERT will identify and coordinate the response functions of these agencies.
4. Tracking finances and resources used during an event is addressed in the COVEOP, Support Annex 4. That annex provides financial management guidance for the Department of Emergency Management and other state agencies which respond to a disaster to ensure that funds are provided expeditiously and that financial operations are conducted in accordance with established state and federal policies, regulations and standards.

K. Authorities

1. Robert T. Stafford Disaster Relief and Emergency Assistance Act: FEMA 592 April, 2007 (Also known as the P.E.T.S. Act, Pets Evacuation and Transportation Standards Act), Sec. 613. Contributions for Personnel and Administrative Expenses (42 U.S.C. 5196b)
- (g) Standards for State and Local Emergency Preparedness Operational Plans – In approving standards for State and local emergency preparedness operational plans pursuant to subsection (b)(3), the Director shall ensure that such plans take into account the needs of individuals with household pets and service animals prior to, during, and following a major disaster or emergency.*
2. Department of Homeland Security Appropriations Act, 2007, Pub. L. No. 109-295, 120 Stat. 1355 (2006), Signed on October 4, 2006. Sec. 536.
- The Department of Homeland Security shall, in approving standards for State and local emergency preparedness operational plans under section 613(b)(3) of the Robert T. Stafford Disaster and Emergency Assistance Act (42 U.S.C. 5196b(b)(3)), account for the needs of individuals with household pets and service animals before, during, and following a major disaster or emergency: Provided, that Federal agencies may provide assistance as described in section 403(a) of the Robert T. Stafford Disaster and Emergency Assistance Act (42 U.S.C. 5170b(a)) to carry out plans described in the previous proviso.*
3. Section 44-146.18 of the Code of Virginia amended and reenacted as follows:
- The Virginia Department of Emergency Management shall in the administration of emergency services and disaster preparedness programs: Develop an emergency response plan to address the needs of individuals with household pets and service animals in the event of a disaster and*

**Commonwealth of Virginia Emergency Operations Plan
Mass Evacuation and Sheltering Support Annex 6 Volume II**

assist and coordinate with local agencies in developing an emergency response plan for household pets and service animals.

L. References used in the creation of this appendix

1. COVEOP Mass Evacuation and Sheltering Annex
 - a. Evacuation Appendix
 - b. Sheltering Appendix
2. COVEOP Hurricane Incident Annex
3. VA Beach Animal Control Glossary of Terms
4. Campbell County VA Emergency Operations Plan Annex J: Animal Care and Control
5. MOU with VDEM, VDACS, VVMA, VFHS, VMRCVM
6. VDEM Public Affairs Key Messages for Hurricane Evacuation and Sheltering